

## **TEACHER PROFESSIONALISM: A CASE FROM SISSALA EAST DISTRICT, UPPER WEST REGION, GHANA.**

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**ABSTRACT:** *The production of a storyline connecting issues of policy coherence with reference to reform initiatives designed to enhance teacher professionalism is the central purpose of this article. The storyline is synthesised from conversations with Ghana Education Service (GES) stakeholders and educational leaders about their opinions concerning the Ghana Education Service and teacher support towards policy implementation within the Sissala East District. Teacher professionalism has been taken out of a larger research work on “Implementation of Initiatives in Ghanaian Education: The effect on rural Ghanaian junior high schools” (Inkoom, 2012). The article articulates background data about demographic details of teachers in the Sissala East District; their professional development; teaching and learning, facilities and resources; and, issues of teacher deployment within GES and teacher education.*

**KEYWORDS:** Teachers, professionalism, interventions, potential, commitment, motivation

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### **INTRODUCTION**

This situational analysis of teacher professionalism within the Sissala East District of the Upper West Region of Ghana begins with the demographic details of basic school teachers. This is followed with information on numbers getting some form of professional upgrading. The next section focuses on the teaching and learning situation. It is followed by issues of teacher deployment. This is followed by a section that discusses findings with implications for policy and conclusion. The final section presents recommendations for improvement of practice.

Statement of the problem. The research on “Implementation of initiatives to reform the quality of education in rural Ghanaian junior high schools” (Inkoom, 2012), surfaced a number of pertinent issues for teacher professionalism with particular reference to the basic school teacher. Key findings from the study by Inkoom (2012, pp. 172-173) revealed that “the low academic standards and low pass rate at Basic Education Certificate Examination (BECE) is the result of inexperienced head teachers, the lack of qualified teachers, low teacher professionalism, low community support for education and inadequate resources”. Further, issues of punctuality, attendance and absenteeism, have implications for the quality of teaching and learning. These account for the inability to cover the syllabus and children not being well prepared for their examinations.

Hattie (2003) is of the view that to support building the capacity of students, confident and effective teachers are required to assist in the teaching and learning process. This buttresses the point that the teaching profession has issues demanding critical attention.

### **Purpose of the study**

The purpose of the study was to investigate the implementation of Reform 2007 and its impact on the quality of education and BECE results in JHSs in one district of the Upper West Region of Ghana. The research assessed the roles that key personnel in GES played at the various levels of educational administration and other factors that impacted on the implementation of the policy.

### **Questions predicated on include:**

1. What is the status of the quality of education in JHSs in the Sissala East District of Ghana?
2. What impact has Reform 2007 had on the quality of education and the BECE results?
3. What factors have impacted on the implementation of the reform initiatives?

### **DESCRIPTION OF THE STUDY METHODOLOGY**

In all, 50 participants were involved in the research comprising all 36 JHS head teachers, the five circuit supervisors, five key officers of the GES, and representatives of the Professional Association of Teachers, Parent/Teacher Association, the District Chief Executive, and, the Principal of a College of Education. The head teachers completed a questionnaire to gather data about the status of education in their schools. Focus group discussions were held with head teachers and with circuit supervisors and semi-structured interviews were conducted with each of nine other leaders. The questionnaire and interview schedules were pilot tested to determine the appropriateness of the instruments and the type of responses expected from them. After obtaining responses from the pilot study, the suitability and content validity of the research instruments were verified.

### **Demographic Details of Teachers**

Head teachers' qualifications are an important indicator of the preparation for their role. In Ghana, the basic three year qualification is the Post-Secondary Certificate 'A' which is now being replaced by the Diploma in Basic Education (Institute of Education, 2005). Those who do further study do a four year Post Diploma in Basic Education or a Bachelor in Education. The survey data (Inkoom, 2012) indicates that the majority (65%) of these teachers have a minimum training of three years of basic teacher education. Only 8% have an additional professional qualification such as Post Diploma in Basic Education or Bachelor of Education. Sadly, 34% of teachers in the District are untrained with no post-secondary qualifications. The data indicate that 51 of the 166 teachers are upgrading their qualifications which represent 31% of the teachers. Only 25 of the 56 untrained teachers were studying to gain the basic qualification of a Diploma in Basic Education.

### **Professional Upgrading**

Staff development is one of the 2007 Education Reform programs. This therefore supports a related policy objective for a teacher which is to "improve the effectiveness of teacher preparation, upgrading and deployment" (Ministry of Education Science and Sports, 2003, p. 15). Head teachers and classroom teachers are expected to participate in workshops as a way of updating their knowledge (Focus group at Bujan: 22/01/10). Teachers can upgrade their qualifications by distance learning programs (short courses during school holidays and weekends). The education strategic plan for Ghana refers to distance learning programs as providing further professional training for teachers in service.

Concerning target for teachers' upgrading, the leaders revealed that by the year 2015, the least qualified teacher in Ghana should be a Diploma holder. The onus now lies on the College of Education to train the new teachers to be placed at the level of Diploma. The data indicated that those who held certificates lower than the Diploma and are already in the field must be upgraded. This called for the program for untrained teachers and also the distance learning program which is currently going on for Certificate 'A' teachers to upgrade themselves to the Diploma level. The latter is what is referred to as the 'top-up' program. This substantiates the issue of professional upgrading raised at both District and National level interviews. According to the informants regarding efforts to improve on teacher quality, teachers are being encouraged to take advantage of the distance learning programs that are organised by the Universities of Education in Winneba and at Cape Coast respectively.

These are efforts to improve on teacher quality. We are also encouraging many teachers to take advantage of the distance learning programs that are organised by the Universities of Education Winneba and Cape Coast. Most of the lectures and assessment exams take place over the weekends so that teachers can improve upon quality and then we can be sure something good is happening about teachers' qualification (Interview at Wa: 22/3/10). The leaders were of the opinion that these teachers required a longer program than they were given. However, the distance learning program has enabled teachers to upgrade while still at their teaching post. The leaders said that the advantage has been in retaining the teachers in the classroom while they upgraded their qualifications: Distance learning has made so many teachers to upgrade themselves and they are able to handle subjects that would otherwise have been very challenging for them (Focus group at Tumu: 26/02/10).

However, the leaders agreed that these positive initiatives were hampered by inadequate supply of qualified teachers especially in English, Maths and Science. To address this teacher shortage there are scholarships to support teachers who opt to study English, Maths, or Science on a full-time basis. Regarding the leaders' assertion that most schools lack teachers for these subjects this is what one of them said:

There are certain subject areas that teachers even have chances for study leave (scholarship) but scarcely do they apply for those areas. Most schools lack teachers for these subjects such as English, Maths and Science (Focus group at Tumu: 26/02/10). Additionally, a joint GES and District Assembly arrangement that bonds teachers in training to the particular District where they receive financial assistance while in training is in place. When the District Education Office endorses the form of an applicant to attend a College of Education of his/her choice, this endorsement places the prospective teacher-trainee on the District Assembly list for sponsorship and bonding. The implication here is that the prospective student teacher is then assured of a teaching vacancy in the District upon completion. District Assembly sponsorship of teacher-trainees depended on how many the Assembly can financially support:

There is this arrangement of pushing teacher-trainee sponsorship to District Assemblies. In a way this is increasing our trained teacher population (Interview at Tumu: 27/1/10). The leaders reported that in the 2005-2008 sponsorship periods, a total of 49 teacher-trainees were sponsored and 31 out of the number were posted to the District upon completion. Further, during the 2009 period, 21 student teachers were sponsored and all were posted back to the District. They said that for the 2007-2010 periods, 54 students were sponsored. They also said that the District has 15 teacher-trainees in colleges outside the District and, out of the 15, only two were specialising in science, meanwhile, the District lacks science teachers. This depicts a

case of dissonance between policy implementation and the District's manpower needs (Interview at Tumu: 10/3/10).

Additionally, a leader observed that students selecting teacher training programs are influenced by perceptions of status. Many of them elect to enrol in the primary program rather than the Early Childhood program for reasons of perceived status:

It is an erroneous impression that has been created over the years that once you are handling a lower class it meant you are inferior compared to your colleagues. Imagine a graduate teacher is asked to teach primary one, there is some amount of resistance. He says: P1, what is he going to teach in a lower class after having gone through higher education and studied so much, so he is there wasting his brains; his brains will rust. There is some kind of prestige they attach to teaching in the higher forms (Focus group at Tumu: 26/02/10).

The conviction of educational leaders about the lack of program specialisations for most KG attendants is not unrelated to the erroneous impression held about KG teaching. The premise for impressions about KG teaching is accounted for in these words of an informant: Currently most attendants in KG's are untrained. People tend to think that no specialisation is required at this level. Even for us who more or less admit the students into the program, just because they are desperate in getting admission, we don't use any criteria in determining who is where for now, just an arbitrary distribution. But you find out that some express interests, others think to go to KG, is to underrate him or her (Interview at Tumu: 9/3/10).

The informants claimed that people tend to believe that no specialisation was required for work at the KG level. The leaders confirmed that no criteria were used in determining the placement of students at the time of admission. The data indicated that it was a random distribution of students on admission. The leaders said that sometimes students expressed particular preference, however, other applicants believed that it was too demeaning to do the Early Childhood program and that influenced their choice of program. The data indicated that the general public needed to be aware that Tumu College of Education is one of seven Colleges of Education offering specialisation in Early Childhood Development as an elective. The leaders explained that there are 15 colleges that offer a special diploma program in mathematics and science. Additionally, there are 10 colleges that offer technical education. There are three colleges that offer French as a special program. There are also four colleges that offer admission to students with disabilities; namely, visually and hearing impaired. All 38 teacher training colleges have been upgraded to Diploma in Education awarding colleges. Teachers trained from these colleges are capable of teaching all subjects at the primary and junior high school levels. One informant explained that advertisements for admission to colleges need to state clearly the kind of program the college offers (Interview at Tumu: 10/3/10). Based on result slips (academic transcript from the senior secondary examination) of applicants, the college has been able to further sort out and re-direct candidates to colleges where they should go rather than ending up in the wrong program.

According to the leaders students recruited were to have the requisite entry qualification of a minimum of aggregate 24 since they are now studying for a Diploma. The leaders said the colleges looked out for the best so that students can pursue the program without difficulty: Students who are admitted must have a right entry qualification for a diploma program. Our selection criteria look out for the best so that people can pursue the program without difficulty. We conduct written as well as oral interviews to select from, and our minimum qualification is

aggregate 24 (Interview at Tumu: 9/3/10). The leaders believed that a lot of time is required for awareness raising about the program offered by the college:

Sensitisation should start at the secondary school level. Very soon we want to take advantage of the local FM radio station in selling out the college program, as sensitisation to the general public about what is going on (Interview at Tumu: 9/3/10). The informants explained that the Tumu College now runs three year Diploma in Basic Education, offering specialisation in Early Childhood Development as an elective, instead of the three year post-secondary Teachers' Certificate 'A' program. There are teaching modules to ensure positive impact: The reform has come with some modules to ensure that these initiatives actually impact on teacher education. We are now running three year diploma courses instead of the three year certificate 'A' (Interview at Tumu: 9/3/10).

The leaders explained that there are on-going attempts at harmonising the curriculum of the college with that of basic school (Interview at Tumu: 9/3/10). Products from the teacher education program come out as teachers for basic schools, namely; KG, primary and the JHS. One informant said that each teacher trainee is given a set of the entire syllabi of the basic school subjects. The trainees are taken through the methodology of teaching those subjects as part of the training program. In this way whether teacher-trainees were assigned to teach KG, primary or JHS, they would have been duly exposed. Furthermore, the informants expressed the view that, there was a conscious effort to ensure that the college curriculum synchronises with that of the basic school. In the areas of ICT, French and Early Childhood education emphasis is strongly placed on methodology. Additionally, ICT is a major course in the college now and it is examinable for the teacher-trainees.

Furthermore, the calibre of staff that is recruited to teach in the Teachers' College is different from what existed in the past. Consequently, tutors of the college have embarked on programs to upgrade themselves: Most of the tutors only have first degrees and being a college staff, there is the need for upgrading. Currently most of the college staff have started on upgrading either through sandwich, distance learning or full time programs (Interview at Tumu: 9/3/10). According to the informants, the new dispensation requires a college tutor to have a minimum of a master's degree to teach in the College of Education. They said, attention on recruiting staff now is on second degree holders:

The college now recruits staff who are second degree holders. Current tutors have embarked on programs to upgrade themselves. By our new dispensation you need a master's degree to teach in the college (Interview at Tumu: 9/3/10). There is a College of Education at Tumu which is expected to prepare early childhood education teachers. The District has to use sponsorship to source primary and secondary teachers from other colleges outside the district, since some of those other colleges offer programs in specialisations such as Maths, English and Science. Many more teacher-trainees opt for the more general teacher education program rather than for specialisations such as for Science, Maths or English.

The leaders also considered the cost involved in the training of specialist teachers in core subjects such as Maths and Science. The informants were convinced that with so many small schools it would not be a worthwhile venture:

The problem with the specialist training is the fact that it is very expensive. If you train a teacher for Maths and he goes to the school and only has a handful of students that is not worth the investment. In some districts the average pupil/teacher ratio is a teacher to 16 students at the

JHS and in many others it is even less. So it is not very economical. So teachers who go in to the JHS should be given additional form of training to bring them to a higher level, but generally they should be able to handle the JHS with a little support (Interview at Accra: 12/4/10).

The leaders explained that if the shortage of these specialist teachers is to be alleviated the District Assembly should sponsor more teacher-trainees in the 15 colleges for Science and Mathematics. The Assembly has to come out and say what the needs are, so that applicants know what is on offer. The leaders are of the view that the District Assembly needs information from GES in order to carry out such a mandate. They explained that such teacher trainees would usually sign a bond to at least serve the District for not less than five years before they can then leave on transfer elsewhere if they so wish. The informants were aware that the District Director of Education is secretary to the education sub-committee which is one among several other social services of the District Assembly. They explained that it is this sub-committee that decides on how many students are to be sponsored by the District Assembly to the various levels of higher education (Interview at Wa: 22/3/10).

The leaders were of the view that the District Education Office needs to better manage admissions into teacher education to better fit the manpower needs of the system. The leaders suggested that there was need to insist on getting student teachers from other colleges into the various subject areas. This will help to solve the teacher shortfall for subjects such as Science, Maths and English.

### **In-service Training**

As leaders of their schools it would be expected that head teachers would maintain the currency of their professional knowledge by participating in professional development workshops (Ghana Education Service, District guidelines and operational manual for District level INSET, 2007). Of the 35 head teachers, 19 indicated they had not attended any in-service training the previous year. Very small numbers attended the five professional learning programs reported by the head teachers. The three that attracted most participation were the National Accelerated Language Program (six), lesson preparation and presentation (six) and HIV/AIDS training (five). Akyeampong (2004) describes the workshops for teachers as following a train-the-trainer model, i.e., in-service training for head teachers and circuit supervisors which they in turn were expected to provide similar training at the primary and secondary levels for teachers. Among these were workshops in: multi-grade teaching; Information Communication Technology; the use of the new syllabuses and, managerial skills:

When GES introduced the Reform, 2007, we had to send a team from the District for some subjects [to be trained] in the new syllabus. We just train them and no resources are sent for the implementation (Interview at Tumu: 16/2/10). The leaders explained that these training programs have still not been carried out at school level:

There was a training of trainers' workshop on the use of the syllabus and up till now those who went for that training have not trained teachers on how to use the syllabus or the textbooks on these reforms (Focus group at Tumu: 26/02/10).

The leaders explained that there is a need for multigrade teaching in the District. One of the informants recounted that a visit to some rural schools revealed the presence of only two or three teachers handling kindergarten through to junior high school:

We went for a workshop on this multi-grade teaching, which was a training of trainers' workshop to come and train teachers in the District. Up till now nothing has happened. No funds! (Focus group at Tumu: 26/02/10). The leaders said that the workload alone did not allow the teachers to do their best. Additionally, apart from the challenge of managing the pressure of work, teachers are ill equipped with the skills of handling multi-grade classes: The absence of capacity building in multi-grade teaching, ICT, the use of the new syllabuses and managerial skills, are all factors that affect the quality of schooling and pass rates in the BECE exam (Interview at Tumu: 10/3/10). Head teachers as frontline supervisors at the school level are expected to come up with challenges which, according to Akyeampong (2004), become the basis for cluster-based workshops in which the District Teacher Support Team and head teachers act as resource personnel. The head of this team is the District Head Teacher Advisor. The District Teacher Support Team (DTST) has responsibility to organise in-service training sessions at cluster centres (Interview at Wa: 22/3/10). The informants further explained that coordinating efforts should ensure that in-service training as planned is carried out. They disclosed that the Office is expected to run two in-service trainings in every school term, but resources were not sufficient to do this. Furthermore, schools in the District are organised into clusters of about five to eight schools. The understanding is that head teachers within a cluster are expected to meet with the DTST to identify common issues relating to teaching and learning in the schools within the cluster that need to be addressed through in-service training:

DTST meets all head teachers to identify unsolved problems of teaching and learning. At this meeting they identify topics that will benefit all teachers. Then the DTST prepares on these topics and then deliver it at cluster based workshops (Interview at Wa: 22/3/10). The data indicated that DTST and head teachers are expected to act as resource personnel at a cluster based workshop. However, head teachers' survey data contradicts this finding in the sense that even though heads have a responsibility to organise school-based in-service training for their teachers, not all head teachers and classroom teachers participated in the few that were organised at District level. School heads have a duty towards DTST:

All teachers are supposed to attend DTST seminars because that serves as in-service training for the teachers who attend. It is a responsibility for all head teachers to put such training in their School Performance Improvement Plan (SPIP) and to budget for in-service training (Interview at Wa: 22/3/10). Additionally, Akyeampong (2004) shares the view that partnerships of head teachers in close collaboration with District Teacher Support Team offer instructional and management support to schools. According to the informants, it is also a responsibility of all head teachers to draw a School Improvement Plan (SPIP) (Teacher Education Division, 1999). The SPIP is a requirement for accessing the Capitation Grant, and must be endorsed by the SMC (Interview at Tumu: 10/02/10). This makes it imperative for all schools to have a functional SMC. However, head teachers' survey data has revealed a situation where some schools claimed that their communities are stark illiterate to such an extent that they considered it a better option to leave parents out of official decisions (Focus group at Nabulo: 27/01/10). Ampratwum and Armah-Atttoh (2010) indicate that the Capitation Grants are used to support the implementation of the School Performance Improvement Plan (SPIP). The SPIP which is to be produced on an annual basis outlines the key actions the school will take to improve school management, the school environment, and more effective teaching and learning practices. Further, Ampratwum and Armah-Atttoh (2010) state that in drawing up the School Performance Improvement Plan, head teachers include target setting and appraisal of the school. The SPIP also includes designing and preparing a school budget that is included in

District budgets as well as a plan of action to promote community involvement in the work of the school (Akyeampong, 2004).

Furthermore, as regards to mandatory in-service training the informants revealed that the Ministry of Education and GES have come up with an in-service training policy. The data indicated that there are in-service training guidelines and these are available to all the schools (Ghana Education Service, 2007). Additionally, education leaders said that taking part in in-service training will be made compulsory for teachers whether trained or untrained. The informants explained that for purposes of promotion, if a teacher is to attend an interview the teacher will be asked about the in-service trainings attended. The leaders said if a teacher has not participated in any in-service training over a period then that teacher may fail to get promoted. Mandatory in-service was to ensure that teachers updated their knowledge: There are in-service training books and these are for all schools. We want to make it compulsory for all teachers to begin to take part in in-service training in their schools. For purposes of promotion, and teachers professional development it will be expected that they would have done some in-service training (Interview at Wa: 22/3/10).

### Teaching and Learning

The National Action Plan (Ministry of Education Science and Sports, 2003, p. 14) states that the policy goal for teaching and learning is to “improve quality of teaching and learning for enhanced pupil/student achievement”. Data are reported for head teachers’ perception about the impact of various factors on the quality of teaching and learning: the extent to which the teaching of various subjects causes concern; facilities and services at their schools; the extent to which English is used as the medium of instruction; and, curriculum. Of the six factors impacting on the quality of teaching and learning, the mean ratings recorded in Table 1 indicate teachers’ content knowledge, English competence, knowledge of syllabus and adequacy of lesson preparation has the greatest impact on the quality of teaching and learning. The head teachers indicated that loss of teaching time did not have a large impact on teaching and learning.

**Table 1** Head teachers’ rating of the impact of various factors on the quality of teaching and learning (N=35)

Factors	Large Positive Impact	Some Positive Impact	No Impact	Some Negative Impact	Large Negative Impact	Mean rating
1 Level of teachers’ content knowledge makes a difference to students’ learning.	22	13	0	0	0	4.62
2 Teachers’ English competence is necessary for appropriate teaching skills.	22	12	1	0	0	4.60
3 Teachers’ knowledge of syllabus and pedagogy is key to adequate lesson preparation.	20	15	0	0	0	4.57
4 Lack of preparation for lessons.	3	4	2	13	13	3.82
5 Loss of teaching time due to teacher distance learning program.	2	8	5	18	2	3.28
6 Loss of teaching time due to student involvement in out of school activities.	2	5	5	20	3	3.14

Note. Scoring of 5-1 accounts for positive items (1-3) and reversal of scores for negative items (4-6).



The head teachers were asked to rate the extent to which access to various resources limits the quality of teaching and learning that is presented in Table 2.

Table 2  
Head teachers' rating of the extent to which access to resources limits the quality of teaching and learning (N=35)

Factors	Large positive Impact	Some positive Impact	No Impact	Some negative Impact	Large negative Impact	Mean rating
Teachers access to textbooks and curriculum materials for teaching.	26	6	2	1	0	4.63
Students sit in classrooms for lessons	25	8	1	1	0	4.63
Adequate access to textbooks by students.	18	14	3	0	0	4.51
Students have access to potable water.	20	11	1	1	2	4.31
Supply of pencils, pens and notebooks for students.	14	16	2	2	0	4.11
Students have access to electricity.	10	16	3	2	4	3.74

Note. These are all positive items and the scoring of 5-1 has been used as weights.

The survey data revealed that head teachers believe that access to resources has a significant impact on the quality of teaching and learning. The three factors that had the largest positive impact with a rating of greater than 4.5/5 were: teachers' access to textbooks and curriculum materials for teaching; students sit in classrooms for lessons and adequate access to textbooks for students.

The survey data revealed that 30 schools have their own rooms, three schools share rooms and two are under trees. A recent news item (2011, February 27) that mentioned that all schools under trees will be removed by 2012 substantiated the assertion of a head teacher about some schools in the district that are currently under trees. Head teachers are of the opinion that students sitting in a classroom for lessons makes a large positive impact rather than sitting under trees. Evidence of this situation is expressed by a head teacher in these words:

On the issue of resources it is actually a serious matter, because if children have to sit under trees and sheds to learn certainly they can't concentrate well. Anything that passes by catches their attention. If they are in a well enclosed classroom they won't get easily distracted (Focus group at Nabulo: 27/1/10). Head teacher focus groups and observation data revealed that none of the 28 schools out of Tumu and most of the seven Tumu circuit schools had any staff common rooms and therefore teachers do not have an office to mark class exercises, revise their notes and conduct personal research when they are not teaching. Some of the teachers sit outside under trees in the fresh air on the school compound during their off duty period (Focus group at Nabulo: 27/01/10).

Survey data further revealed that the need for potable drinking water cannot be overemphasised. Tumu circuit schools had access to potable drinking water. In most outside Tumu circuit schools, students had to fetch water from sources very far away from the school. There is also loss of teaching time due to student involvement in out of school activities such as helping out with harvesting farm produce.

Out of 35 schools, only 18 reported that they have library boxes. Even with those that had access to these reading facilities the majority complained of the reading materials not being

stocked with relevant reference materials. None of these schools reported having a room designated for the purpose of reading.

None of the schools surveyed had access to a well equipped school laboratory and workshop for practical lessons. There is no practical teaching of Information and Communication Technology or pre-technical skills or science experiments; students therefore do not have a practical feel of lessons. A head teacher referred to the situation in these words:

Some of the subjects need practical and technical equipment for practicals. You explain theoretically, and the child goes to the exam hall, he is asked to describe how an experiment is carried out, already, the child is at the first step into failure (Focus group at Kunchogu: 5/2/10).

Guidance and Counselling services were available in 18 schools of the 35 schools. At some point in the past, each school had a school based Guidance and Counselling coordinator, but constant transfer of teachers have left some schools without one. A head teacher describes his perception of Guidance and Counselling as a service expected to be provided under the reforms.

Each school is supposed to have a school based guidance and counselling coordinator. Among the many roles of the counsellor, time is actually spent guiding students in their choice of a program as to General Arts, Science, Visual, Technical or Vocational assessment of their interests and capabilities. For some of the schools no one is assigned to that role (Focus group at Tumu: 5/4/10).

The summary of the extent to which English is used as the medium of instruction is presented in Table 3.

Table 3  
Extent to which English is used as the medium of instruction (N=35) 3

Level	Taught in English only	Mixed English and vernacular	Vernacular only	Number of classes
JHS I	26	7	1	34
JHS II	29	2	2	33
JHS III	30	1	2	33
Total	85	10	5	100

The data in Table 3 show that most of the teaching at the sampled schools is through the medium of English. There is concern over the use of only vernacular in five classes. A head teacher refers to this situation as “a lack of foundation for literacy and numeracy skills” (Focus group at Welembete: 29/01/10). The summary of head teachers’ perception of the extent to which the quality of teaching of the following subjects causes concern is presented in Table 4.

Table 4  
Head teachers' rating of the extent to which the quality of teaching of the following subjects causes concern (N=35)

Quality of teaching in:	No concern	Some concern	Great concern	Mean rating
Information and Communication Technology (ICT)	3	10	22	2.54
English Language	9	10	16	2.20
Mathematics	10	12	13	2.08
Ghanaian Language and Culture	2	11	16	2.05
Social Studies	11	14	10	1.97
General Science	9	10	12	1.85
Pre-Technical Skills	3	11	9	1.48
Pre-Vocational Skills	2	20	3	1.45
Religious and Moral Education	6	13	5	1.34
Physical Education	4	14	4	1.25
Music and Dance	2	5	5	0.77
Agricultural Science	5	4	3	0.62
Life Skills	2	3	1	0.31
French	2	2	0	0.17

Note. The scoring of 1-3 has been used as weights for above items.

The head teachers' ratings reported in Table: 4 indicate that there is considerable concern among head teachers about the quality of teaching of core subjects at the Junior High Schools. At least one-third of head teachers have great concern about the quality of teaching in English, Mathematics, Ghanaian Language, Social Studies and General Science. These are core subjects for the Basic Education Certificate Examinations, and they are taught in all schools at all year levels.

A Ghanaian language is reported as only taught in 15 of the 35 schools. Determination of which language to teach for the Ghanaian Language as a Basic Education Certificate Examination subject, varies according to the location. As Sissala, the local language of the Tumu District, still lacks a written form, the Ghanaian Language taught as a Basic Education Certificate Examination subject is Dagaare, which does have a written form. As none of the District's teachers are trained to teach Dagaare, this is a concern (Focus groups at Tumu, Bujan & Welebele 2010). As a head teacher explained:

.... take Ghanaian Language which is to be implemented, Ghana has about 46 spoken languages. Only nine out of this total are written. The possibility of a Ghanaian child not understanding any of the nine written languages is very high. In my school most of us, we are Sissala. The Language written at Basic Education Certificate Examinations in this our Upper West Region is Dagaare. I don't understand Dagaare. The people to implement cannot be effective. So it is not practical. We are involved, but the effectiveness of our involvement is questionable (Focus group at Bujan: 22/1/10).

The survey data revealed that Pre-vocational skills are taught in 20 schools and Pre-technical skills in 23 of the 35 schools. These are specialised subject areas. So schools that do not have teachers for those areas fail to teach those subjects.

French is recorded as optional in the current Reform Policy. Moreover, the teachers are not available so it is only taught in the two schools that happen to have teachers. Only two schools did not teach Information Communication Technology (ICT). All the schools teaching ICT could only do so in theory, as the Education Service has not supplied schools with computers and none of the schools have electricity. Teaching ICT merely in theory is explained by a head teacher in the following words:

.... many of these students have never seen a computer before.[Teachers] are forced to do something to represent something because students are going to write Basic Education Certificate Examinations in April 2010, only three months away (Focus group at Welembelle: 27/01/10).

This explains why 22 of the 35 head teachers expressed great concern about the teaching of Information Communication Technology.

The educational leaders further identified three issues that accounted for the lapses in teaching and learning in the schools namely: teacher competency and the language factor; and, shortage in teacher supply.

### **Teacher Competency and the Language Factor**

The first of the issues reported by the leaders on the issue of the expanded curriculum revealed that the implementation of the curriculum gets hampered when some teachers decided not to teach certain subjects. The leaders said their training from the college of education equips them as primary teachers to handle all the JHS subjects and it is therefore unacceptable that teachers leave some portions of the syllabus untaught.

Furthermore, the data indicated that the local language Sissala is not an approved language for the school timetable, so there is no program that teaches Sissala in any of the colleges. This concern of the regional leaders corroborates what has been expressed within the level of the district perspectives about the challenge for students studying a Ghanaian language other than their own as an elective subject (Interview at Tumu: 27/1/10; KF5.2). Similarly, French is also included as an elective subject, however, there was no teaching of that subject since there was no qualified French teacher (Interview at Tumu: 9/3/10). Additionally, the leaders questioned the relevance of French as a new addition to the expanded curriculum. They went on to say that Ghana is first beside the sea along the south. The surrounding countries on the east, north and western sides are French speaking countries but, how much French is spoken in Ghana? French has been made compulsory in schools, but, how many French teachers do any of these schools have; was the rhetoric. Some of the leaders at regional and national levels believed that teachers were not preparing adequately for their teaching before they go to the classroom:

Sometimes some of them have decided not to teach the subject. So their interest is not there and some do not even make the advance preparations before they go to the classroom. I think that professionally they are not preparing for their lessons (Interview at Accra: 12/4/10).

The leaders said some teachers were not using the appropriate methodology and were lacking in professionalism.

### **Issues of Teacher Deployment**

Circuit supervisors' focus group data (26/02/2011) indicate that there is a pattern of simultaneous surplus of trained teachers in urban schools and shortage in rural schools. This section addresses a range of deployment issues such as: pupil/teacher ratio, school size, untrained and under qualified teachers, posting, time on task and incentives.

### **Pupil/Teacher Ratio**

The informants acknowledged that a relationship exists between educational staffing and school population. The data indicated that the policy on pupil/teacher ratio operates on the strength of the school population (Interview at Tumu: 27/1/10). The informants explained that the indicative targets for average national pupil/teacher ratio target is 35 pupils to one teacher at primary and 22 pupils to one teacher at JHS (Education Statistics, 2008). A single stream JHS (i.e. a school with only one class in each grade) is supposed to have a minimum of three and a maximum of five teachers to take the different subjects. By comparison, a double stream JHS (i.e. a school with two classes in each grade) should have between seven and 11 teachers. Stakeholders' and educational leaders' interview data corroborate that of head teachers' survey data (Table 4.8) in the extreme variations of class and school sizes in urban and very remote schools. The informants explained that teachers of small rural schools have a challenging workload as they have run of the school in addition to teaching the kindergarten, primary and JHS classes:

When you go to the schools you get three or two teachers from KG through to JHS and you can imagine the quality of teaching in such schools. The workload alone does not allow you to do your best (Focus group at Tumu: 26/02/10). Under such circumstances, the option has been to put all the children together while employing multi-grade teaching, however, the teachers lacked skills in multi-grade teaching. The pupil teacher ratio seems adequate when all categories of teachers, are used to compute the ratio, however, this includes both trained and untrained teachers.

Secondly, the data indicated that the small sizes of schools in remote areas made it difficult for the District to request additional teachers. The educational leaders explained that the policy on transition classes (Ghana Education Service, 2010) stipulates that professional teachers handle classes at the entry and exiting points. These require the special attention of trained teachers: The policy was that primary one, six and JHS grade one must always be handled by a trained teacher because they are transitional points. But what do we see these days. Most of these classes are handled by pupil teachers (Focus group at Tumu: 26/02/10).

The inadequate supply of trained teachers is an additional dilemma that educational leaders grapple with within the District. In the face of what is required by policy, coupled with the inability to meet policy demand, and yet they feel better off because they at least have the untrained teachers rather than leaving the classes without teachers. An informant claimed that their situation supports the adage that 'half a loaf is better than none'. However, a concern was expressed about the state of inadequate supply of teachers: Most importantly is the lack of adequate qualified teachers in our classrooms. Two thirds of our teachers are untrained with some classes still empty. Additionally, head teachers are inexperienced and lack training (Interview at Tumu: 10/3/10).

### **Untrained Teachers**

The present situation of so many untrained teachers in the JHS negatively impacts on the output of work in the schools (Interview at Accra: 12/4/10). The head teachers' survey reveals that 34% of JHS teachers are untrained (Table: 4.5). An informant explained that the untrained teachers have come into the system due to a deployment challenge. The informants observed that wastage in the system is in the form of teachers trained at government's expense but do not accept a posting to a school and then never return to the education service (Interview at Accra: 12/4/10). The leaders saw this as an indication that facilities in our schools are not good

enough in terms of the socio-economic conditions of some of the stations. The leaders expressed the view that the presence of untrained teachers in the system affects quality delivery. They said one of the determinants of quality is that teachers were well qualified (Ministry of Education Science and Sports, 2003).

Additionally, the educational leaders identified three groups of untrained teachers namely: National Youth Employment Program (NYEP) teachers; untrained teachers recruited directly through the Ghana Education Service (GES); and, community volunteers. As regards the issue of the presence of groups of untrained teachers, the leaders explained that the NYEP teachers were not trained and they were recruited through the youth empowerment office of the District Assembly. The community volunteers were neither under NYEP nor on GES payroll. The community volunteers are not waged but are supported by the community. The following described one leader's view on the outcome of inadequate numbers of trained teachers:

We lack professional teachers in the system. Even those they recruit to fill in for professionals still have problems, no training (Focus group at Tumu: 26/02/10).

They revealed that the National Youth Employment Program (NYEP), which provides untrained teachers, has helped to address the issue of student/staff ratio: It is difficult as a district to request for additional teachers. The National Youth Employment Program (NYEP) has come to minimise that problem for us but in terms of professionally trained teachers it is a big challenge to us. We have close to 50% of our teachers untrained in the district (Interview at Tumu: 27/1/10). The leaders explained that had it not been for the presence of these untrained teachers, most classes in the district would have been combined. District data (Focus group at Tumu: 26/2/10) revealed that despite the use of untrained teachers there were still some classes without teachers.

The fourth and final issue challenging staffing is that while the policy of posting most of the newly trained teachers to the remote areas was in place, the Tumu central schools are crowded with most of the female teachers reluctant to move into remote areas far away from their spouses. The data reveal that schools in the Tumu central area have a greater proportion of the trained staff (Interview at Tumu: 27/1/10).

The leaders reported on a recent District analysis of BECE performance (2008) carried out by the Inspectorate unit. The performance analysis revealed that BECE results of students in the subject areas of these categories of untrained teachers came up with better performance than from those of the trained teachers. Further, in spite of the higher concentration of professional teachers in Tumu circuit, the performance indicators of their JHS level students show no correlation in terms of the overall pass rates at the BECE. The other rural circuits register better grades. The outcome of the analysis therefore supports the argument of these leaders that the issue of commitment of these teachers to their work is crucial:

We lack a lot of commitment from our teachers so that is affecting the output of the teachers in the classroom. Even though the trained teacher population is increasing the numbers are reducing in terms of commitment to do the work (Interview at Tumu: 27/1/10). The educational leaders also made available, data from a recent general community review on BECE results in terms of performance the data revealed that the performance indicators of Tumu circuit schools' was rather the worst in the District. Tumu Junior High School presented 100 candidates and over 50% of them have failed at the BECE. The District office indicated that this has been the trend of all the town schools. Stakeholders were aware of the presence in the

urban centre schools of students who have registered to re-sit BECE papers. These continued to swell the numbers of students who pass or fail these exams.

### **Loss of contact hours**

Additionally, stakeholders and leaders observed that many teachers failed to be available for the students for the required number of hours stated on the timetable. A leader said with the loss of contact hours, teachers were unable to cover the syllabus to enable students to confidently write and pass the BECE (Focus group at Tumu: 26/02/10). To further explain the issue of loss of contact hours, educational leaders acknowledged the unavoidable loss of contact hours that came with the observance of statutory dates; which is not the teachers' choice. The leaders explained that school time was taken in preparation for activities to observe the national day celebration and sporting events (Focus group at Tumu: 26/02/10). This assertion is substantiated by a Ghana News Agency article (Blessing, 2011) that claims that only "109 school days out of 197 are fully operational as teachers spent other days engaged in activities such as collecting salaries, attending funerals, and travelling long distances to their schools".

Educational leaders and stakeholders shared varying views about the challenge to the supply of quality teachers. The argument here is that adequate use of contact hours is related to quality teaching. Loss of contact hours was seen as a threat to accessibility since students would usually play truant when they observed that their teachers were not regular or punctual in their school attendance. Additionally, some of these teachers travelled from their schools in the village to attend to business in town during school hours.

A different view held by one educational leader reported that he saw no correlation between the increasing numbers of trained teachers and yet their commitment to quality teaching and learning was questionable. To illustrate the issue of teachers' lack of commitment, an informant cited the situation where many teachers commuted long distances and got to school very late and this affected the quality of work in the classroom (Interview at Tumu: 4/2/10). Stakeholders and leaders reported that sometimes loss of contact hours by teachers was deliberate due to their lack of professionalism and lack of commitment to work (Interview at Tumu: 27/1/10).

### **Lack of motivation**

A third and related issue to threats to accessibility identified by the leaders was to the need to motivate the classroom teachers, as they were seen as the most critical factor in the process of policy implementation. The informants considered commitment and motivation as essential elements for teachers:

Imagine teachers teaching all these new subjects without orientation. Even those who may not have the subject knowledge in most of the subject areas, but lack commitment and also because of the lack of motivation (Focus group at Tumu: 26/02/10). Stakeholders reported that motivation from the authorities was necessary to sustain the teachers' commitment to teaching. The informants said it was important that teachers were well motivated to give their best in teaching and that class sizes and issues of discipline were problems:

When teachers continue to handle such large classes of that sort and there is nothing given to them so that they can feel motivated this makes them lose interest about the work. However effective you are, when classes are so large and class control becomes such a problem, teaching and learning can't be effective (Focus group at Tumu: 26/02/10). Educational leaders stated that

the need to attract teachers to rural areas has featured in policy development over the past decade (Basic Education Division, 2004). The informants reported that among inappropriate attempts to motivate teachers were rural incentive packages which included items such as silver pots, pans and a jumbo size 'ghetto blaster'. The data revealed that the teachers did not appreciate the package since they did not find it convenient to use the silverware in their smoky firewood fireplaces or have to spend money for eight large dry cell batteries to run the 'ghetto blaster'. One informant therefore suggested the provision of decent accommodation and support to purchase a motorbike that could be paid for over a period could be considered (Interview at Tumu: 27/1/10).

Additionally, the leaders mentioned the reactivation of the Best Teacher Award scheme as a source of motivation for teachers. The award scheme is a motivation that enables teachers to strive to put up their best, make teaching attractive and reduce the loss of teachers from the profession. This observation of the leaders corroborated the head teachers' focus group data on the issue of teacher supply, skills and motivation. The reactivation of the Award scheme is a joint undertaking between GES and District Assembly: District Assembly has not been doing well in the aspect of motivating teachers for some years now. We are going to award them from the time the previous administration stopped. I understand GES has the list of teachers that are to be awarded. As soon as we get some funding we will have to call GES to the Assembly to sort out the kind of package that should go to every hardworking and committed teacher (Interview at Tumu: 9/3/10).

Additionally, the inability to introduce JHS students to printed examination questions, through mock examinations before the final examinations, has been another concern. Considering that many of these students were only used to reading from the chalk board and not used to the print material, a mock exam would have offered them great benefits in terms of preparation for the BECE. Further, the data indicated an acute shortage of furniture and poor and inadequate classroom structures. The inadequate supply of furniture was a limiting factor to the numbers that conveniently access the facility.

In the face of what looks like an adequate supply of teachers within the District, issues of policy on transition classes; posting policy; inadequate supply of trained teachers; untrained teachers; and, inadequate classroom structures pose challenges for quality education delivery.

### **District Disciplinary Committee**

The District Disciplinary Committee has oversight on all disciplinary issues that the District Director refers to it or appeals that may be made to it (Ghana Education Service, 2008). The document that guides the work of the Committee is put together as the code of ethics for teachers:

[Rules and regulations] are meant to ensure that the conditions for effective teaching and learning are created and maintained in the country's educational institutions. [Additionally, the regulations also] inspire public confidence in teachers to whom is entrusted the physical, mental, moral, religious and spiritual up-bringing of the country's children (Ghana Education Service, 2008a).

The chairperson of the Committee is the District Director of Education or his representative, and a GES Officer is secretary to the DDC. Other members of the DDC include representatives of stakeholders such as heads of institutions, DEOC, GNAT, and PTA.



The circuit supervisors in the District Office report to the District Inspectorate unit. The District Office in turn reports to the Regional Education Office of the GES. The Regional Education Office reports to the Central administration and at the discretion of the Director-General at the top of the GES, the report is passed on to the NIB within the Ministry of Education.

## **DISCUSSION OF FINDINGS WITH IMPLICATIONS FOR POLICY.**

The study investigated the compatibility of practice and theory through coherence in policy with programs for effective policy implementation. Discussions are outlined under five policy themes.

### **Aspects of policy that appear to be successfully implemented**

The FCUBE policy encouraged compulsory school attendance. This came with a lot of material support from aid agencies. However, this did not include KG, which might have facilitated school attendance. Additionally, there was apparent lack of government commitment since there was no enforced monitoring of the policy. There was also no professional development for teachers facing bigger classes, different types of students, or new subjects.

### **Capitation Grant**

The issue of no fee for school children increased student numbers and school attendance. This also came with additional resources that included teaching and learning materials. Due to constraints in accessing the capitation grant in some schools, intended projects failed to get implemented. It also came with an increased management burden on head teachers, who lack financial management skills, keeping cumulative records of students and ability to work with PTA/SMC.

### **School Improvement Plan**

The School Performance Improvement Plan (SPIP) outlines the key actions the school takes to improve school management, the school environment, and more effective teaching and learning practices. Further, the SPIP includes target setting and appraisal for the school; designing and preparing school budget for inclusion in District budgets and a plan of action to promote community involvement in the work of the school.

The SPIP is prepared by the Head teacher and Staff with the approval of the SMC. It covers the whole academic year and broken down into terms. Ampratwum and Armah-Attoh noted that the SMC oversees the implementation of the SPIP (2010). The SPIP is then forwarded to the District Director of Education for review and approval. The review ensures that the activities to be undertaken are in line with the Education Strategic Plan and other priority areas of education. Access to Capitation Grant is determined by approval of the SPIP. However, with as many as 67% of head teachers within a year of headship experience and therefore clearly inexperienced and with no professional training, the issue of right procedures has been thrown overboard.

### **Education Reform 2007**

Two years compulsory KG for all is part of basic education with the most recent reform initiative. This made easier transition to school. JSS has become JHS with a general curriculum. Capitation grant and school feeding program have also been established. However, this required fewer resources (kindergarten class could be held under a tree or premises of a church building), pending when more permanent structures could be erected. As a result, there are still some classes that are held under trees. Some Teacher Colleges are solely focused on producing KG teachers.

### **Distance Learning Programs**

Both the untrained teachers' training program and the 'top-up' for under qualified teachers have increased the trained teacher population within the GES. However, enrolment and tuition fees are very high for most candidates who are on meagre salaries. National indicative targets are pegged at 12.8% for untrained teachers at JHS compared against 34% in the district under study. However, the issue of deployment poses a huge challenge to teachers reaching the areas of need. Sponsorship of teachers required for training teachers in teaching of Maths, Science and English. Supervision and inspection systems need some level of revitalisation.

**Policies that have not had successful implementation; a reason may be that they are not clearly defined.**

Ghanaian languages with a written form are acquiring higher status because they can be studied as a subject. Schools are not given options regarding choice of Ghanaian language. Written examinations can't be given in Ghanaian languages lacking a written form.

**A further reason for lack of implementation is a lack of understanding of the policy intent.**

Decentralization policy: Functional PTAs & SMCs and community participation in schools are encouraged. However, there is a conflict of interest and lack of clarity about demands of roles. Some heads consider involving PTA/SMC in school affairs as a waste of time because the teachers claim they are unable to make helpful contributions to dialogue, and for that reason are only brought in when they find it convenient, such as when their thumbprints are required in documents such as the SPIP.

Additionally, if decentralisation is to encourage district level participation, then the role of NIB becomes contradictory and moreover, head teachers and teachers require greater empowerment for their responsibilities within the district.

**In some cases expectation for implementing policy are clearly understood. However, for various reasons the policy is not undertaken.**

Information Communication Technology (ICT) is a new addition that is timetabled. However, it is not offered as of the time of the study. Many rural schools lacked ICT teachers, electricity, and access to computers and an inadequate supply of text books. Some head teachers have locked text books up rather than supply them to students who may lose them. French as a subject is also timetabled though not offered. Many rural schools lacked French teachers and had an inadequate supply of text books. Ghanaian language is used as a medium of instruction in the Kindergarten. The use of vernacular helps transition to lower primary and in English language instruction. Teacher may not be well versed in English or the local Ghanaian language.

The new teachers coming out with a Diploma in Basic Education would have all studied the methods of the new additions to the basic school timetable. These teachers are therefore expected to be able to do some amount of teaching in these areas.

**Disparity between policy intent and the capacity to implement policy as intended.**

ICT works well in city schools and science resource centres. However, many rural schools lacked electricity and access to computers. This depicts a case of dissonance between policy implementation and the District's manpower needs.

### **CONCLUSIONS**

The evidence emanating from the study on teacher professionalism within the Sissala East District supports the argument that the low BECE pass rate is a result of inexperienced school leaders, lack of trained teachers, low teacher professionalism, low community support for education and a lack of resources. Additionally, inspection by Circuit Supervisors is

ineffective. Both GES and teacher education are not fully empowered and resourced to support the implementation of reform initiatives. There is a disparity between policy intent and the capacity to implement policy as intended.

However, current literature from GES (2012) documentation indicates that significant investments have been made by Ghana/Global Partnership for Education Fund Grants Project. The objectives of the Global Partnership for Education Fund are outlined in three phases (World Bank, 2012) as follows:

The objective is to improve the planning, monitoring and delivery of basic education services within the District Education Directorate. The first component of the project is sub-grants to deprived districts to support key education objectives. The second component of the project is school sub-grants. The objective of this component is to provide a supplement to the above described capitation grant with an explicit focus on improving access to and quality of education services as priority needs are defined at the school level. The third component of the project is project management and institutional strengthening. This component will finance: 1) consultancy services for supporting independent monitoring and evaluation, improved school supervision, implementation of School Report Cards (SRC); 2) In-Service Education and Training (INSET) and Untrained Teachers Diploma in Basic Education (UTDBE) materials and costs related to managing INSET delivery; 3) monitoring surveys and impact evaluation; 4) training materials and costs related to providing the training programs; 5) internal and External audits; and 6) operational costs for project management and training programs (p. 1). This is a most timely intervention and for the fact that the release of funds is time bound, all stakeholders involved in the implementation of set objectives are very much on their toes and working round the clock. Further, at the level of District Administration, criteria have been set for updated appointments to school headship to include a professional and academic qualification of principal superintendent as well as a graduate degree. Currently, all school heads in the District are graduate teachers at the rank of at least principal superintendent. (The exception to this practice would be for very remote and disadvantaged communities that fail to get teachers accepting postings). The office is also in the process of creating more circuits so as to reduce the current large numbers of schools per circuit. Smaller circuits will encourage more effective monitoring surveys and supervision of schools.

The District Assembly on the other hand offers support in the provision of accommodation for the circuit supervisors and teachers. It is therefore mandatory for all circuit supervisors to live in their circuits so as to ensure that they visit schools regularly to support quality education delivery for improved performance of learners. Additionally, teachers are also expected to live in the communities where their schools are located since some of them are provided with teachers' quarters.

Obviously, appropriate ways of reforming policy, programs and educational leadership and administration so that educational standards can be enhanced would be to fully resource the changes. Additionally, in harnessing capacity and empowering key members of the system, leadership gradually becomes a collective activity, all aiming at a focused, common moral purpose (Dempster, 2009).

## RECOMMENDATIONS FOR IMPROVEMENT OF PRACTICE

### *1. Building leadership capabilities and effective supervision of teachers at the District Education level of the Ghana Education Service.*

Initiatives should be implemented to:

- build a cohort of experienced and well trained head teachers who are skilled to provide effective leadership to their schools.
- enhance the monitoring of teaching and mentoring of teachers
- intensify supervision of teachers by senior officers at all levels of the education directorate.
- ensure that circuit supervisors visit schools regularly to support quality education delivery for improved performance of learners.
- enhance the supply of trained and experienced teachers.

### *2. Increase professional learning opportunities to interpret the policies at District level*

- The amount and quality of in-service training (INSET) given to teachers, the focus of these school workshops, and the evaluation of INSET must be given a higher priority.

### *3. Increase the human and material resources required to implement programs.*

- GES and District Assembly must provide stronger leadership to directing and recruiting potential teachers in critical subject areas required by the District.
- The District Assembly must play a stronger role in making adequate provision for teaching and learning materials and educational infrastructure for the effective delivery of Education for All (EFA) goals.

### *4. Hierarchical nature and values of GES which include issues of communication especially at District level.*

- An ethos of collegiality and collaboration needs to be imbued into the GES to facilitate effective communication between central, regional and district levels and to support decentralisation initiatives.
- Structures such as DEOC, SMCs, PTAs and SPAM, need to be adequately resourced so that they can function effectively as they offer opportunities for collaboration and dialogue between the district education authority schools and communities (Inkoom, 2012). Coincidentally, the Ghana/Global Partnership for Education Fund Project has so aptly taken up the recommendations stated above. Apart from grants to the schools, funds are also made available to the District for in-service education and untrained teachers' Diploma in Basic Education (UTDBE). Furthermore, strengthening management efficiency, covers materials and costs related to managing INSETS delivery; training materials and costs related to providing training programs. The study has demonstrated that there is need for adequate dissemination, interpretation and resourcing of policy if the goals of the teaching profession are to be realised.

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